

Message Text

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P R 140948Z MAY 76

FM AMEMBASSY TOKYO

TO SECSTATE WASHDC PRIORITY 9196

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DEPT PASS COMMERCE/BIC/OIM/239/SCHNEIDER

SEOUL FOR KELLY

E.O. 11652: NA

TAGS: OVIP (RICHARDSON, ELLIOT), JA

SUBJECT: SECRETARY RICHARDSON'S VISIT TO JAPAN

REF: STATE 111201

FOLLOWING ARE TOKYO PERSPECTIVES ON SOME ECONOMIC
SUBJECTS LIKELY TO COME UP DURING SECRETARY RICHARDSON'S
TOKYO VISIT:

1. SPECIALTY STEEL. JAPAN IS THE LEADING SOURCE OF U.S.
IMPORTS OF SPECIALTY STEEL. THE U.S. NEGOTIATING TEAM
COMPLETED ITS SECOND ROUND OF TALKS WITH THE JAPANESE IN
TOKYO MAY 5. ALL ASPECTS OF A POSSIBLE OMA WERE DISCUSSED
AND A DETAILED TEXT PREPARED. THE JAPANESE FOUGHT HARD TO
DEFEND THEIR INTERESTS BUT RECONGNIZED OUR COMPELLING
REASONS TO SEEK A BILATERAL AGREEMENT. ASSUMING AN AGREE-
MENT IS SIGNED MAY 20 AS EXPECTED, IMPORTS FROM JAPAN WILL
BE LIMITED FOR THREE YEARS TO ABOUT THE AVERAGE LEVEL
DURING 1971-75.

TALKING POINTS: WE ARE PLEASED THAT THE GOJ HAS TAKEN
A POSITIVE ATTITUDE TOWARDS OUR PROPOSALS FOR AN OMA.
SUCH AGREEMENT WAS NECESSITATED BY CONDITIONS WHICH WE
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REGARD AS EXCEPTIONAL AND EXPECT WILL BE TEMPORARY, AND

IT DOES NOT IN ANY WAY ALTER OUR COMMITMENT TO LIBERAL
TRADE PRINCIPLES.

2. U.S. AUTO EXPORTS TO JAPAN. WE HAVE APPEALED TO
THE GOJ TO SIMPLIFY AND SPEED UP PROCEDURES FOR TEST-
ING U.S. BUILT AUTOMOBILES FOR COMPLIANCE WITH JAPANESE
SAFETY AND ENVIRONMENTAL REQUIREMENTS. WE HAVE NO
QUARREL WITH THE REQUIREMENTS THEMSELVES, BUT THE
TESTING AND REVIEW PROCEDURES TAKE AS LONG AS 134 DAYS
TO COMPLETE. U.S. EXPORTS OF AUTOS TO JAPAN ARE ONLY
ABOUT 17,000 UNITS ANNUALLY BUT COULD BE INCREASED
SEVERAL TIMES IN THE NEXT FIVE YEARS IF IMPORTS WERE
FACILITATED. FOREIGN MINISTRY AND MITI ARE SYMPATHETIC
TO OUR POSITION, BUT MINISTRY OF TRANSPORTATION HAS
BEEN HESITANT TO TAKE ACTION. RECENT EC-JAPAN TALKS
ON THE SAME SUBJECT HAVE MADE SOME PROGRESS ON THE
TESTING ISSUE. WE AND THE EC ARE KEEPING EACH OTHER
INFORMED ON OUR PROGRESS ON THIS ISSUE BUT HAVE KEPT
OUR REPRESENTATIONS SEPARATE.

TALKING POINTS: CLEARANCE AND SALE OF U.S. CARS IN
JAPAN TAKE UP TO FOUR MONTHS, SHARPLY REDUCING THE
PERIOD IN WHICH THEY CAN BE SOLD. THEREFORE, WE ARE
MUCH CONCERNED ABOUT THE MANNER AND TIME REQUIRED FOR
ENFORCEMENT OF JAPANESE REQUIREMENTS. JAPAN EXPORTED
NEARLY ONE MILLION CARS TO THE U.S. LAST YEAR. WE HAVE
EFFECTIVE BUT QUICK PROCEDURES FOR CLEARING THESE IM-
PORTS, AND WE BELIEVE JAPAN SHOULD GIVE SIMILAR TREAT-
MENT TO U.S. AUTOS WHICH COME TO JAPAN IN MUCH SMALLER
NUMBERS.

3. U.S. PROTECTIONISM. THE VIEW IS WIDELY PUBLICIZED
-- WITH SOME OFFICIAL SUPPORT -- THAT THE U.S. IS GOING
PROTECTIONIST. JAPANESE GENERALLY LACK UNDERSTANDING
ABOUT THE TRADE ACT OF 1974 AND THE REQUIREMENTS ON AND
OPERATIONS OF THE U.S. INTERNATIONAL TRADE COMMISSION
(ITC). THEY TEND TO ASSUME THAT THE U.S. GOVERNMENT
ACTS LIKE THEIR WON: I.E., THAT PRIVATE PETITIONS FOR
PUBLIC ACTION ARE ONLY SUBMITTED AFTER INFORMAL INDI-
CATIONS THAT THEY WILL BE FAVORABLY RECEIVED. FROM
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THIS THEY CONCLUDE THAT TREASURY OR THE ITC IN RECEIVING
A COMPLAINT (ANTI-DUMPING, ESCAPE CLAUSES, ETC.) ARE
IN SYMPATHY WITH IT.

TALKING POINTS: SECRETARY COULD USEFULLY STRESS
QUASI-JUDICIAL CHARACTER OF U.S. TRADE PROCEEDINGS,
PROVISIONS OF TRADE ACT OF 1974, AND U.S. LEGAL
REQUIREMENTS THAT MERITS OF ACTIONS SEEKING TRADE

REMEDIES BE EXAMINED. MUCH WEIGHT CAN BE GIVEN TO FACT THAT U.S. ECONOMY IS LEADING WORLD RECOVERY FROM RECESSION, THAT OUR IMPORTS ARE RISING SHARPLY, AND THAT COMPLAINTS OR INJURY TO U.S. INDUSTRIES, E.G., SPECIALTY STEEL, MUST BE EFFECTIVELY ANSWERED IF U.S. IS TO CONTINUE TO LEAD WORLD EFFORTS TO LOWER TRADE BARRIERS. (NOTE: JAPAN'S SALES OF SPECIALTY STEEL TO U.S. WERE \$70 MILLION IN 1975, OUT OF \$11.4 BILLION TOTAL EXPORTS TO U.S.).

4. JAPAN'S INVESTMENT POLICY/DOW CHEMICAL: ON MAY 1 MITI APPROVED DOW'S APPLICATION TO REVISE ITS ARTICLES OF INCORPORATION TO PERMIT THE MANUFACTURE OF CAUSTIC SODA IN JAPAN ON A 100 PERCENT EQUITY BASIS AFTER SOME DEALY OCCASIONED BY OPPOSITION FROM DOMESTIC MANUFACTURERS.

TALKING POINTS (IF RAISED): WE ARE VERY PLEASED WITH MITI'S DECISION. WE REGARD IT AS CLEAR EVIDENCE OF JAPAN'S CONTINUING COMMITMENT TO LOWERING BARRIERS TO INTERNATIONAL TRADE AND INVESTMENT. DOW'S PROJECT WILL PROVIDE JAPAN WITH CHEAPER CAUSTIC SODA PRODUCED BY A POLLUTION-FREE PROCESS AND WILL THUS BENEFIT NOT ONLY DOW BUT JAPAN AS WELL.

5. CIEC ENERGY COMMISSION: THE JAPANESE PRESENTED AN UNCHARACTERISTICALLY PROVOCATIVE PAPER AT THE APRIL CIEC ENERGY COMMISSION MEETING. THE GOJ DELEGATION OUTLINED THE DELETERIOUS EFFECTS OF HIGH OIL PRICES ON JAPAN'S ECONOMY AND ON THE ECONOMIES OF SOUTHEAST ASIA. THE PAPER DREW SHARP CRITICISM FROM THE G-19, EXPECIALLY IRAN. WE HAD BEEN IN CLOSE TOUCH WITH THE JAPANESE DURING THE PAPER'S PREPARATION AND STRONGLY SUPPORTED ITS CONCLUSIONS.

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TALKING POINTS: WE ARE GRATIFIED THAT THE U.S. AND JAPAN ARE COORDINATING POLICIES AND STRATEGIES IN BOTH THE CIEC AND THE IEA. WE FULLY RECOGNIZE THAT JAPAN'S LACK OF INDIGENOUS ENERGY RESOURCES WILL ON OCCASION LEAD IT TO ADVOCATE POLICIES THAT SOMEWHAT DIFFER FROM OURS IN EMPHASIS OR TONE, BUT FUNDAMENTALLY WE HAVE CONGRUENT INTERESTS IN MAINTAINING CONSUMER SOLIDARITY AND ACCELERATING THE DEVELOPMENT OF ALTERNATIVE SOURCES OF ENERGY.

6. OIL STOCKPILING: MITI NOW HAS LEGAL AUTHORITY TO COMPEL INDUSTRY TO MAINTAIN A 90-DAY STOCKPILE OF OIL. INDIVIDUAL FIRMS MUST SUBMIT THEIR STOCKPILING PLANS THIS SUMMER. FINANCING AND SITING PROBLEMS REMAIN, HOW-

EVER. THE FINANCE MINISTRY IS INSISTING THE BURDEN BE BORNE IN THE MAIN BY INDUSTRY, WHILE THE INDUSTRY INSISTS THE COSTS OF BUILDING UP TO AND MAINTAINING A 90-DAY LEVEL ARE TOO HIGH TO BE MET WITHOUT GOVERNMENTAL ASSISTANCE. MANDATORY STOCKPILING WITHOUT GOJ FINANCING WOULD ALSO PLACE A HEAVY BURDEN ON U.S. OIL FIRMS OPERATING IN JAPAN.

TALKING POINTS: WE STILL BELIEVE A 90-DAY STOCKPILE IS ESSENTIAL TO THE CREDIBILITY OF IEA AND URGE THE GOJ TO MAKE EVERY EFFORT TO REACH THAT GOAL ON SCHEDULE.

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7. CHINA OIL: HIGH EXPECTATIONS AMONG ENERGY AGENCY OFFICIALS AND SOME PRIVATE INDUSTRY LEADERS FOR A SUSTAINED RAPID INCREASE IN OIL IMPORTS FROM CHINA HAVE BEEN REPLACED BY A MORE MEASURED PROGNOSIS FOR STEADY BUT MODERATE GROWTH. PRICE AND QUALITY PROBLEMS HAVE BEEN THE MAIN STUMBLING BLOCKS. THE IMMINENT TRANSFER OF SENIOR GOJ ENERGY AGENCY OFFICIALS PROBABLY MEANS THE IDEA OF A FORMAL LONG-TERM AGREEMENT WILL NOT BE ADVANCED UNTIL THIS FALL, IF AT ALL.

TALKING POINTS: THE U.S. HOPES JAPAN WILL BE SUCCESSFUL IN DIVERSIFYING ITS SOURCES OF OIL SUPPLY. POTENTIALLY, CHINA COULD BECOME A SIGNIFICANT SOURCE OF OIL SUPPLY FOR JAPAN. ALTHOUGH WE HAVE HAD NO INDICATION OF A RELAXATION IN CHINA'S BASIC POLICY OF SELF-RELIANCE IN DEVELOPING ITS PETROLEUM RESOURCES, JOINT U.S.-JAPAN-CHINA OFF-SHORE PROJECTS COULD BE ADVANTAGEOUS TO ALL

THREE COUNTRIES.

8. VIETNAM OIL: THE JAPANESE ARE EAGER FOR THE U.S. TO LIFT RESTRICTIONS ON U.S. FIRMS' DOING BUSINESS WITH VIETNAM. A JOINT VENTURE PARTNER WITH MOBIL OIL HAS ALREADY HELD TALKS WITH THE VIETNAMESE WHO HAVE INDICATED U.S. FIRMS WOULD ALSO BE WELCOME. EVEN SHOULD A PURELY JAPANESE CONSORTIUM ENTER INTO AGREEMENT WITH VIETNAM FOR OFF-SHORE EXPLORATION AND DEVELOPMENT, U.S. EQUIPMENT, TECHNOLOGY AND PERHAPS PERSONNEL WOULD BE REQUIRED.

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TALKING POINTS. WE DO NOT KNOW WHEN U.S.-VIETNAM RELATIONS WILL NORMALIZE AND MAKE JOINT U.S.-JAPAN VENTURES POSSIBLE.

9. AGRICULTURE: GIVEN JAPANESE FOOD SELF-SUFFICIENCY OF ONLY ABOUT 50 PERCENT AND RELIANCE ON U.S. FOR ABOUT ONE-THIRD ITS AGRICULTUREAL IMPORTS, THEY ARE ESPECIALLY SENSITIVE TO SUPPLY ACCESS ISSUES. THE MAJOR U.S. POLICY OBJECTIVE IN THIS AREA IS TO ASSURE THEM THAT U.S. WILL REMAIN THEIR MOST DEPENDABLE SUPPLIER. THE BUTZ-ABE 3-YEAR "HANDSHAKE AGREEMENT" OF LAST AUGUST FOR ANNUAL SUPPLY OF 8 MILLION TONS CORN/SORGHUM, 3 OF WHEAT AND 3 OF SOYBEANS WAS MOST WELCOMED BY GOJ. ON OTHER HAND, THE LIBERAL IMPORT TREATMENT APPLIED TO BULK-TYPE GRAINS IS NOT EXTENDED FULLY TO CONSUMER-READY PRODUCTS SUCH AS BEEF AND FRESH ORANGES, WHERE VARIOUS NTBS AND FOOD CHEMICAL ISSUES ARE TROUBLE-SOME TO U.S. SUPPLIERS.

FISHERIES: JAPAN'S WORLDWIDE FISHING INDUSTRY EMPLOYS 500,000 PEOPLE, PRODUCES THE LARGEST CATCH OF ANY COUNTRY IN THE WORLD (10.8 MILLION TONS ANNUALLY WORTH \$5.7 BILLION), AND WHICH PROVIDES MORE THAN HALF OF THE ANIMAL PROTEIN INTAKE IN THE JAPANESE DIET. JAPANESE ARE THEREFORE HYPERSENSITIVE TO ANY DEVELOPMENTS AFFECTING THIS INDUSTRY. THEY ACCEPT VALIDITY OF THE NEED TO CONSERVE WORLD FISHERIES RESOURCES, BUT INSIST ON RIGOROUS SCIENTIFIC JUSTIFICATION FOR ANY CONSERVATION MEASURES AND TEND TO BELITTLE SOME ELEMENTS AND SLOGANS OF THE CONSERVATION MOVEMENT AS "EMOTIONAL". JAPAN IS INTENSELY INTERESTED IN THE PROGRESS OF THE LAW OF THE SEA NEGOTIATIONS AND IN THE EVENTUAL PROSPECTS FOR A NEW, BINDING TREATY. JAPAN'S MAJOR HOPE AND OBJECTIVE IN THESE NEGOTIATIONS IS TO ENSURE THAT THE NEW LOS REGIME WILL NOT FURTHER REDUCE JAPAN'S HISTORICAL CATCH LEVELS. JAPANESE CONSIDER

THE RECENTLY-PASSED UNITED STATES LEGISLATION EXTENDING THE U.S. ECONOMIC ZONE TO 200 MILES ALMOST CERTAIN TO BE DETRIMENTAL TO JAPAN'S INTERESTS. FIFTEEN PERCENT OF JAPAN'S ANNUAL FISHING CATCH COMES FROM WITHIN U.S. 2000 LIMITED OFFICIAL USE

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MILE ZONE. ONE GOJ SPOKESMAN STATED VIEW THAT "THE UNILATERAL AMERICAN ACTION COULD PRODUCE MAJOR ADVERSE EFFECTS ON INTERNATIONAL EFFORTS AT U.N. LAW OF THE SEA CONFERENCE." THE NEXT U.S.-JAPAN BILATERAL FISH-ERIES NEGOTIATIONS, WHICH WILL ESTABLISH RULES FOR OPERATIONS UNDER THE NEW U.S. LEGISLATION WILL BE HELD IN AUGUST 1976. THE JAPANESE ARE NERVOUSLY ANTICIPATING THESE NEGOTIATIONS AND WILL WELCOME ANY AMERICAN ASSURANCES THAT JAPAN'S HISTORICAL INTERESTS AND CONCERNS WILL BE GIVEN CAREFUL AND FAVORABLE CONSIDERATION.

11. JAPANESE ECONOMY: GRADUAL UPTURN IN JAPANESE ECONOMY IS ACCELERATING SLIGHTLY, AND BUSINESS AND CONSUMER CONFIDENCE IS BEGINNING TO IMPROVE. MARCH MINING AND MANUFACTURING PRODUCTION AND SHIPMENTS WERE 14.4 PERCENT AND 15 PERCENT, RESPECTIVELY, AHEAD OF YEAR-EARLIER LEVELS FOLLOWING A SPURT WHICH BEGAN IN DECEMBER 1975. HOWEVER, MUCH OF THIS INCREASE HAS BEEN STIMULATED BY FOREIGN RATHER THAN DOMESTIC DEMAND. CONSUMER DEMAND IS GRADUALLY STRENGTHENING, BUT IS NOT YET VIBRANT; INCREASE IN BUSINESS INVESTMENT IS FROM A RELATIVELY LOW BASE. THE UNEMPLOYMENT PICTURE IS IMPROVING MORE RAPIDLY THAN EXPECTED. THE UNEMPLOYMENT RATE HAS BEEN DECLINING FOR THE PAST FOUR MONTHS AND UNIT LABOR COSTS ARE NOW BELOW THE LEVELS OF ONE YEAR AGO. DEPUTY PRIME MINISTER FUKUDA IS GIVING TOP PRIORITY TO MAINTAINING THE CURRENT ECONOMIC ADVANCE. HE IS TALKING IN CONFIDENT TONES ABOUT ECONOMIC PROSPECTS HERE, TRYING TO STRENGTHEN BUSINESS CONFIDENCE, WHILE CONTINUING TO GIVE ATTENTION TO THE THREAT OF RENEWED PRICE INFLATION. FINANCE MINISTER OHIRA HAS THE TASK OF FINANCING THE CURRENT BUDGET DEFICIT, WHICH POSES A SERIOUS THREAT TO HIS REPUTATION AS A LEADER WHO IS CAUTIOUS BUT ABLE TO GET THINGS DONE. IN ORDER TO FINANCE THE CURRENT DEFICIT (WHICH IS FAR LARGER THAN ANY JAPAN HAS INCURRED DURING THE POSTWAR PERIOD), HE MUST RECEIVE APPROVAL FROM THE DIET WITHIN THIS MONTH. AT THE SAME TIME, HE MUST OVERSEE THE SMOOTH FLOATATION OF A LARGE GOJ DEBT ISSUE IN JAPAN'S RATHER INFLEXIBLE BOND LIMITED OFFICIAL USE

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MARKET.

12. AMERICAN BUSINESS CONCERN: TOPICS THAT MIGHT BE RAISED BY AMERICAN CHAMBER OF COMMERCE MEMBERS WHEN THEY MEET THE SECRETARY INCLUDE: SECTION 911 OF U.S. INTERNAL REVENUE CODE, TRADE WITH INDO-CHINA, COMMERCE REPRESENTATIVE AT NEXT APCAC MEETING AND U.S. TRADE PROMOTION PROGRAMS. ON SECTION 911 THE CHAMBER MEMBER WILL PROBABLY ASK SECRETARY TO SUPPORT THEIR FIGHT AGAINST ITS ELIMINATION. WHILE RECOGNIZING THAT RELATIONS WITH INDO-CHINA SHOULD BE BASED ON RECIPROCITY, SOME MEMBERS OF AMERICAN BUSINESS COMMUNITY WOULD LIKE TO SEE ESTABLISHMENT OF TRADE RELATIONS WITH VIETNAM AS SOON AS POSSIBLE, PARTICULARLY AS THEY OBERVE JAPAN RESUMING TRADE WITH AND AID TO VIETNAM. WITH RESPECT TO NEXT APCAC MEETING, SCHEDULED FOR BANGKOK IN THE AUTUMN, WE SUGGEST SECRETARY UNDERTAKE TO DISPATCH A SENIOR REPRESENTATIVE FROM COMMERCE WHO WOULD BE ABLE TO RESPOND TO QUESTIONS AND CONCERNS OF APCAC MEMBERS ABOUT THE U.S. TRADE POLICY IN ASIA PACIFIC AREA. FINALLY, CHAMBER MEMBERS MAY EXPRESS CONCERN TO SECRETARY THAT USG IS NOT PROVIDING SUFFICIENT TRADE PROMOTION SUPPORT TO AMERICAN BUSINESS. RECENT WASHINGTON DECISIONS TO MAINTAIN MILAN AND SYDNEY TRADE CENTERS AND PROCEED WITH ESTABLISHMENT OF SAO PAOLA TRADE CENTER SHOULD BE WELCOME INDICATION TO BUSINESSMEN THAT ADMINISTRATION INTENDS TO CONTINUE TRADE PROMOTION SUPPORT TO GREATEST EXTENT POSSIBLE.
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